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Report of the International Expert Group Meeting on the Millennium Development Goals, Indigenous Participation and Good Governance

Summary

Indigenous and United Nations agency participants highlighted the importance of strengthening indigenous governance structures and institutions in order to have effective and sustainable development within indigenous communities. They pointed to the need for ensuring effective participation in all stages of the development cycle, such as obtaining free, prior and informed consent; equitable benefit-sharing schemes; and dispute resolution mechanisms. Strong indigenous governance structures provide the basis for indigenous communities to deal with the changes imposed by modernization and globalization without further disempowerment and marginalization.

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I. Introduction

1. At its fourth session, the Permanent Forum on Indigenous Issues recommended that the Economic and Social Council authorize a three-day international expert group meeting on the Millennium Development Goals, indigenous participation and good governance. At its 37th plenary meeting, on 22 July 2005, the Economic and Social Council, in its decision 2005/252, decided to authorize the expert group meeting with the participation of representatives of the United Nations system and three members of the Forum invited other interested intergovernmental organizations, experts from indigenous organizations and interested Member States to participate as well; and requested the meeting to report to the Forum at its fifth session under the special theme of that session. The workshop was organized by the secretariat of the Forum.

II. Organization of work

A. Attendance

2. The following Forum members attended the workshop: Victoria Tauli-Corpuz, William Langeveldt and Michael Dodson. Mr. Dodson attended as a member of the Forum and as a Director, Reconciliation Australia.

3. The following invited experts participated in the workshop: Saoudata Aboubakrine of the Tin Hinan Association (Burkina Faso); Mónica Alemán of MADRE; Paul Chartrand (Canada); María Choque (Bolivia); Fiu Elisara-La'ulu, Ole Siosiomage Society Incorporated (Samoa); Famark Hlawnching, Asia Indigenous Peoples Pact; Julie Kitka (United States of America); Irina Shafrannik (Russian Federation).

4. The workshop was attended by observers from United Nations departments, agencies, funds and programmes, observers from other intergovernmental organizations, non-governmental organizations (NGOs) and Member States. The list of participants is contained in annex II to the present report.

B. Documentation

5. The participants had before them a draft programme of work and documents prepared by participating experts. The documentation is available on the website of the secretariat of the Forum at http://www.un.org/esa/socdev/unfii/en/workshopMOG.html.

C. Opening of the meeting

6. At the opening of the workshop, the Assistant Secretary-General for Economic Development, on behalf of the Under-Secretary-General for Economic and Social Affairs, made an opening statement.

D. Election of officers

7. Victoria Tauli-Corpuz, Chairperson of the Forum, was elected Chairperson of the workshop. Birgitte Feiring of the International Labour Organization (ILO) was elected Rapporteur.

E. Adoption of the conclusions and recommendations

8. On 13 January 2006, the workshop adopted, by consensus, the conclusions and recommendations contained in section III below.

F. Closure of the workshop

9. The workshop was closed after the conclusions and recommendations were adopted at the final plenary meeting, held on 13 January 2006.

III. Highlights of the discussion

A. International standards and policies on participation and good governance with reference to indigenous peoples

10. Indigenous peoples are characterized by their own governance structures and are faced with the challenge of providing good governance in their communities, including developing their particular ways of electing leadership, taking decisions, exercising power and ensuring accountability. At the same time, indigenous peoples confront a diverse range of issues, concerns and challenges associated with their status and interaction with the governance structures of the countries where they live. The interaction between indigenous and non-indigenous societies has, throughout history, been complex, ranging from outright conflict and subjugation to some degree of mutual respect, benefit and cultural transfer. It is now broadly recognized that the respect for indigenous peoples' specific rights is an essential element of good governance, and is furthermore a prerequisite for developing effective and efficient strategies for achieving the Millennium Development Goals.

11. Workshop participants pointed out that governance occurs through interactions among structures, processes and traditions that in turn determine how power is exercised, how decisions are taken and how individual citizens as well as indigenous peoples and other stakeholders can participate and influence decision-making. Fundamentally, governance is about power, relationships and accountability: who has influence, who decides and how decision-makers are held accountable. Indigenous governance is based on similar structures, processes and traditions. It is a means whereby indigenous peoples make the rules and decisions for themselves. Many traditional forms of self-governance include a belief system that supervises and monitors peaceful coexistence among peoples in sharing the multidimensional natural world.

12. There are many international human rights standards that have direct relevance and applicability to questions of good governance, including articles 21 and 28 of the Universal Declaration of Human Rights. Article 2 of the International Covenant

on Civil and Political Rights requires State parties to respect the rights recognized in the Covenant and to take the necessary steps to give effect to those rights. In particular, State parties are to ensure an effective remedy when rights are violated and to provide a fair and effective judicial or administrative mechanism. Similarly, article 2 of the International Covenant on Economic, Social and Cultural Rights requires States to agree to take steps with a view to achieving progressively the full realization of the rights recognized by all appropriate means. Furthermore, the Declaration on the Right to Development clarifies the nature of these obligations, setting forth important objectives for governance. It mandates States to formulate appropriate national development policies that aim at improving the well-being of the entire population on the basis of its active, free and meaningful participation in development and in the fair distribution of the benefits resulting from such development.

13. ILO Convention No. 169 concerning Indigenous and Tribal Peoples in Independent Countries contains a series of provisions and principles for good governance. The basic approach is that indigenous peoples have the right to benefit on an equal footing from the rights and opportunities provided to the general population while benefiting from special rights and measures to protect, inter alia, their institutions, cultures, languages and lands. The Convention puts special emphasis on the principles of consultation and participation, stipulating that indigenous peoples have the right to decide their own priorities for the process of development.

14. The workshop participants noted a number of encouraging developments towards enhanced participation of indigenous peoples in international policies and processes. The reference made to "indigenous peoples" in the 2005 World Summit Outcome can be seen as a clear indication of consensus concerning the debate on the term "indigenous peoples", and the workshop participants expressed the hope that negotiations regarding standard-setting of indigenous rights move towards this direction. Another recent example of consensus-building is the current negotiations on the draft United Nations declaration of the rights of indigenous peoples, where there was significant progress at the eleventh session of the inter-sessional working group. Also, the recent election of indigenous candidate Evo Morales as President of Bolivia in December 2005 is an encouraging and welcome development with regard to the participation of indigenous peoples in political life. The workshop expressed the hope that the international community would take responsibility for supporting the newly elected Government of Bolivia to fulfil its promises to the indigenous peoples who comprise the majority in Bolivia.

15. The subject of the workshop had a strong relationship with the Programme of Action of the Second International Decade of the World's Indigenous People. The Decade's goal is the further strengthening of international cooperation for the solution of problems faced by indigenous people in such areas as culture, education, health, human rights, the environment and social and economic development, by means of action-oriented programmes and specific projects, increased technical assistance and relevant standard-setting activities. In this regard, the key objectives of the Decade proclaimed by the General Assembly are linked to good governance as well as to the achievement of the Millennium Development Goals. The motto of the Second Decade, "partnership for action and dignity", demonstrates the shift from a focus on discussion and negotiation to action. Action should be aimed at

making a difference on the ground by improving indigenous peoples' living conditions and empowering indigenous communities to face new challenges.

B. Areas in which indigenous participation is especially relevant regarding the Millennium Development Goals

16. The issue of good governance is explicit in the eighth and final goal of the Millennium Development Goals: "Develop a Global Partnership for Development". This is a very broad goal that relates to issues such as debt, trade and financial agreements, which can have an adverse impact on indigenous peoples unless there are opportunities for genuine partnerships that reaffirm indigenous peoples' fundamental rights to, inter alia, land and resources. Achieving goal 8 remains a challenge for most countries as well as for indigenous peoples.

17. There was considerable discussion at the workshop regarding the issue of indigenous governance. Indigenous and United Nations agency participants highlighted the importance of strengthening indigenous governance structures and institutions in order to have effective and sustainable development within indigenous communities. They pointed to the need for ensuring effective participation in all stages of the development cycle, such as obtaining free, prior and informed consent; equitable benefit-sharing schemes; and dispute resolution mechanisms. Strong indigenous governance structures provide the basis for indigenous communities to deal with the changes imposed by modernization and globalization, without further disempowerment and marginalization.

18. Participants regretted the fact that many development projects implemented by governments and intergovernmental organizations as well as by the private sector result in a further weakening of traditional governance structures, which have already suffered the effects of colonization. Experience from various agencies, including the International Fund for Agricultural Development (IFAD), shows that the strengthening of traditional governance has positive results and agencies are gradually adopting or strengthening policies in support of traditional indigenous governance systems. Positive examples can also be found among some private-sector actors; one example being in Australia, where one company supports the strengthening of indigenous governance as part of doing good business, with very good results.

19. At the local level, indigenous peoples see good governance as meaning a stronger focus on processes rather than structures, implying support to evolving participatory forms of governance rather than imposed and static models. Governance models that recognize a diversity of world views and that are based on cultural values and traditions lead to genuine decision-making authority and local control. Other important factors include enhancing, strengthening and building capacity of emerging indigenous leadership, particularly youth and women leaders. In order to be effective, indigenous governance institutions must have the necessary resources and capacity to provide the requested services to the communities, and the legitimacy to govern, based on accountability, transparency and the support of their constituents.

20. Speakers pointed out that in many instances indigenous peoples' participation is crucial at the local level. In order to achieve genuine participation, development processes must adhere to cultural norms by respecting traditions and protocols and

building on the views, feedback and lessons learned from indigenous peoples. It is also necessary to involve the diversity of actors in the participatory processes. In some instances, for example, there must be dialogue with churches and other religious bodies, which often form an important part of indigenous peoples' identity and culture.

21. It was noted that indigenous governance is not static but evolving and may include changes in gender roles and youth participation, especially as women become income earners and youth articulate their perspectives and visions. The various development actors, including governments, intergovernmental organizations, donors, the private sector and non-governmental organizations, need to understand the diversity of indigenous situations and ensure that this diversity is not lost within the context of harmonization of action.

22. Indigenous peoples have interests as citizens of the State but also as peoples who have their own visions of a society in which they want to live. Indigenous peoples reside within the political boundaries of States and thus their collective interests as peoples may sometimes be hindered by State practices. It is therefore essential that they participate in the State's decision-making processes to have their rights and interests protected. For a government, whether national or local, to be effective and provide good governance it requires legitimacy, acknowledged power to act and resources to function. At the national level good governance requires the meaningful participation of indigenous peoples in decision-making. This is the key to successful policy initiatives and the achievement of the Millennium Development Goals.

23. Speakers noted that indigenous peoples consider self-governance as a way to realizing the right of self-determination, which is also inspired by indigenous philosophy. In many instances, indigenous peoples have formulated their own proposals on governance and development. Some of the basic elements of these proposals have included: (a) self-determination, which is the possibility of managing their collective resources through their own institutions and systems of governance; (b) recuperation of their peoples' culture of sustainability; (c) revitalization and development of systems of collective knowledge; and (d) access to, and benefits from, the appropriate use of collective communal property, such as land, natural resources, cultural heritage and collective knowledge.

24. The issue of migration was also discussed by participants. While a majority of indigenous peoples still live in rural areas, there are indications that they are increasingly migrating to urban areas. The deterioration of traditional livelihoods, adverse effects of globalization, continued loss of land and absence of viable alternatives in their communities are factors that push indigenous peoples to migrate to cities where most are forced to participate in the informal economy. Uprooted from ancestral lands many become alienated and face a variety of social, economic and personal challenges. Indigenous peoples in urban settings are often at a high risk of suffering from discrimination and exclusion as well as from violations of international labour standards related to child labour and forced labour.

25. Good urban governance is characterized by a number of interdependent and mutually reinforcing principles. Urban development must be sustainable, balancing the needs of present and future generations while demonstrating a clear commitment to poverty reduction. Cities and local authorities need to be empowered with sufficient resources and autonomy to meet their responsibilities. Equal and efficient

access to decision-making processes is essential for all women and men. Transparency and accountability are essential elements of good governance, and the key to transparency is access to information. Inclusion, not to be confused with assimilation, involves opportunities to participate in gainful employment, and empowering individuals to strengthen their ability to participate in society.

26. Migration does not only affect those who leave but also has various effects on those who stay behind. In some societies it is the men who migrate for work, while the women stay behind. This can lead to an enhanced status of women who become more independent as they need to be in control of their communities. Many indigenous communities are also increasingly depending on or benefiting from remittances from migrant workers. The remittances of indigenous peoples have received little attention so far and merit further evaluation.

27. Special consideration was given to the situation of Africa where States have inherited colonial systems that undermine equality among peoples. While many African governments do not recognize indigenous peoples' particular rights, the reality is that the indigenous pastoralists and hunter-gatherers remain the poorest of the poor on the continent as they have been robbed of their ancestral lands and natural resources and their human and peoples' rights are often violated by ruling elites. The areas where African indigenous participation is particularly relevant to the Millennium Development Goals are in mechanisms for consultation and participation (including women and youth); preparation of targets and indicators; participatory budgeting and planning; participation in implementing, monitoring and evaluating Millennium Development Goal plans; and preparation of Millennium Development Goal country reports.

C. Enablers and spoilers in indigenous participation and good governance, with special reference to the Millennium Development Goals

28. Many participants stated that the Millennium Development Goals do not refer specifically to indigenous peoples and that is a reason why indigenous peoples have been largely invisible in the Millennium Development Goal process. Reviews by ILO and the Forum have also revealed that indigenous peoples were not consulted during the formulation of the Millennium Development Goals and have been largely absent from their implementation and from the monitoring and reporting processes. Indigenous peoples have also been largely absent from Millennium Development Goal country reports and poverty reduction strategy papers. In many instances, indigenous peoples' awareness of the Millennium Development Goals is very low, which further reinforces their exclusion.

29. Participants referred to the report of the Inter-Agency Support Group on Indigenous Issues of 2005, which pointed to the double challenge posed to the Millennium Development Goals by indigenous peoples: "On the one hand, they have the right to be fully included and to benefit from the global efforts to achieve the Millennium Development Goals, while on the other hand, their rights to define their own development path and priorities, must be respected, in order to ensure that the Millennium Development Goals contribute to the full realization and

strengthening of the potential of these peoples".[1] It is therefore important that mechanisms be established that ensure that communities are able to give their free, prior and informed consent on all policies, strategies and activities affecting them.

30. Another major concern regarding the Millennium Development Goals and indigenous peoples is that the goals and their related indicators do not reflect the specific needs and concerns of indigenous peoples and do not allow for specific monitoring of progress concerning indigenous peoples. Even from a strictly economic viewpoint, the Millennium Development Goal targets and indicators are inadequate for a number of indigenous peoples as they give prominence to monetary income over the informal, subsistence economies that are so important for the fulfilment of many of the basic needs of indigenous peoples. As presently defined, the Millennium Development Goals do not take into account alternative ways of life and their importance to indigenous peoples, not only in the economic sense, but also as the underpinnings for social solidarity and cultural identity. The Millennium Development Goals carry the risk of guiding development action towards an increasing involvement of indigenous peoples in wage labour and market economies where there is no use for their sophisticated traditional knowledge and governance systems.

31. Considering the importance of having reliable disaggregated data about indigenous peoples, it has been identified as a methodological priority by the Forum, which has adopted a number of recommendations at its annual sessions. The workshop also noted that an increasing number of countries, international agencies and academic institutions collect disaggregated data and there are a number of ongoing and planned initiatives to further data collection and the establishment of indicators. At the international level efforts are made by, inter alia, the Economic Commission for Latin America and the Caribbean, the United Nations Educational, Scientific and Cultural Organization, the United Nations Development Fund for Women, the Inter-Agency Support Group on Indigenous Issues, IFAD, the secretariat of the Forum and the United Nations Statistics Division. At the national level, research initiatives are undertaken by a variety of academic institutions.[2]

D. Good examples of indigenous participation in governing policies, laws, budgets and practices with special references to Millennium Development Goals

32. Some of the case studies presented at the workshop gave an overview of diverse experiences of indigenous governance in the Pacific and North American regions. They demonstrated that the genuine and meaningful participation of indigenous peoples in governance, the role and legitimacy of traditional structures and institutions and the capacity of leadership are key factors for effective governance, which responds to the needs of peoples. In some cases traditional institutions are being undermined in the development process, in others they get involved with service delivery, which should be the responsibility of the State, without being provided with adequate resources and capacity-building. Considering the diversity of situations there is no single answer or solution. However, a need

[1] See E/C.19/2005/2, annex III, para. 8.
[2] See also E/C.19/2004/2.

exists to further the discussion and identify more elements and innovative ways to address the diverse situations of indigenous governance institutions.

33. In response to the diverse needs and situations of indigenous communities throughout the world, international organizations have adopted different approaches in their respective work situations. For example, the United Nations Development Programme (UNDP) has adopted a policy of engagement within the framework of strengthening partnership with civil society. This policy provides guidance to UNDP staff to work with indigenous peoples and serves as a strong advocacy tool for advancing indigenous rights. A number of initiatives have been undertaken in indigenous communities in the areas of good governance in different parts of the world that have supported the meaningful participation of indigenous peoples through national advisory or consultation bodies. This has contributed to the preparation of national, regional and global human development reports which focus on diversity and on building capacity of indigenous organizations and governance.

34. A Government participant described recent important developments in his country, where the government had entered into a 10-year agreement with indigenous peoples aimed at addressing indigenous poverty and closing the gaps between the indigenous and the non-indigenous population. This agreement included the adoption of an approach, which did not make any distinctions in terms of the legal status of the various indigenous peoples, that was inclusive of indigenous women and contained accountability provisions and reporting requirements.

35. An indigenous participant highlighted the importance of indigenous participation in the review and development of laws and described some positive experiences of such participation at the regional level in a specific country. There was also a positive experience where negotiations between a timber company and indigenous people resulted in a favourable outcome that benefited both parties.

36. A representative of an indigenous organization pointed out that focusing on capacity-building, institution-building, engaging local and federal government and fostering partnerships made significant positive steps towards furthering indigenous issues in the region concerned and enabled indigenous peoples to have a greater influence on decision-making processes that affect their quality of life.

37. A participant reported on a project aiming at institution-building, which focuses on ensuring the direct participation of indigenous peoples in economic development and decision-making processes at the national, regional and local levels. The project supports sustainable political, economic and cultural development by establishing a training and economic development centre. Recognizing the need for capacity-building of all partners, another key objective is to strengthen government capacity to promote community development and nurture indigenous small businesses.

38. Also, bilateral donors can play a central role in supporting indigenous peoples' rights. An evaluation undertaken by four indigenous experts in 2000, commissioned by the Danish International Development Agency, of the implementation of the Danish policy in support of indigenous peoples revealed that a multifaceted and multilevel strategy can provide coherent results both at the international level and in bilateral cooperation. In direct project cooperation it was found that a majority of projects were implemented by either Danish or international NGOs, while very few

were implemented by indigenous organizations. This indicates a lack of capacity of the indigenous organizations or of the Danish agency to engage in direct partnerships, or an element of both. This review has led to a revised strategy for Danish support to indigenous peoples, with a strengthened focus on implementation and operational aspects.

39. The cooperation of national and local governments is essential, as is their willingness to recognize indigenous peoples. There is a great variance between countries and regions, where the strength of indigenous organizations is a determining factor. Ultimately, the success of development projects for indigenous peoples depends on the participation of indigenous peoples themselves in the design, implementation, monitoring, evaluation, definition and realization of projects that affect their lives.

IV. Conclusions and recommendations

40. Over the centuries, indigenous peoples have been subjected to racial, cultural and linguistic discrimination, territorial dispossession, colonial modes of government and various attempts at assimilation or imposition of national identities. Those experiences have prompted indigenous peoples to look back and reclaim their histories, while moving forward. That reclaiming of their histories, cultures and identities has been a source of empowerment, pride and hope for indigenous peoples, forming a basis for their human and sustainable development.

41. Six years after the adoption of the Millennium Declaration and the definition of the eight Millennium Development Goals there is still little progress with regard to indigenous peoples' participation in the Millennium Development Goal processes. That implies that the processes are not used effectively to counter the continued processes of impoverishment of indigenous peoples, the inadequacies and discriminatory aspects of health, education and sustainable development services and programmes in indigenous communities and the continuing adverse impacts of the development models on indigenous peoples. Also, poverty reduction strategy papers and processes, developed to reduce poverty and achieve the Millennium Development Goals in the poorest countries, generally do not take the specific situation of indigenous peoples into account.

42. In general, the workshop noted with satisfaction a wide range of recent initiatives undertaken by governments, international organizations and indigenous institutions, and emphasized the need for more sustained efforts to move from discussion and analysis to action and implementation.

43. It was pointed out that the five objectives of the Second International Decade of the World's Indigenous People[3] should be used as guiding principles for addressing the issues of Millennium Development Goals, indigenous peoples and good governance, namely:

(a) Non-discrimination and inclusion;

(b) Full and effective participation;

(c) Development with culture/prospect for diversity;

[3] See A/60/270, para. 9.

(d) Targeted programmes and budgets for indigenous peoples with special emphasis on women, children and youth;

(e) Strengthened monitoring and accountability.

Governance as it affects indigenous peoples

44. In a number of countries, indigenous peoples have succeeded in promoting good governance through research, advocacy and reforms that incorporate indigenous rights in constitutions and legislation. Much more needs to be done, however, in terms of implementing such legislations and policies. Some positive experiences of development are seen in countries where indigenous peoples have a sound economic basis within a policy framework that supports indigenous self-governance. However, in most countries there is still a need to ensure an enabling environment and appropriate policy and legal frameworks to ensure coherence between the various layers of policies, development and governance structures that affect the situation of indigenous peoples. There is a clear need for government agencies and institutions to build their capacities to respond appropriately to the governance initiatives and needs of indigenous peoples.

45. At the global level, the effects of globalization and trade policies remain a concern for many indigenous peoples. Globalization has increased the exploitation of natural resources on indigenous peoples' lands and the privatization of basic social services, such as health, education, water and environmental services. Due to a lack of adequate policy frameworks and weak capacity, indigenous peoples are often in a disadvantaged position when negotiating. In a few countries, the private sector has realized that negotiating with indigenous peoples and obtaining their free, prior and informed consent constitutes a good business principle and there are a few examples of good practices in that regard.

46. At the local level, decentralization and devolution strategies can provide opportunities for strengthening the participation of indigenous peoples, in particular where they have decision-making roles. However, that also depends on the extent to which existing indigenous governance structures are included and the extent to which such devolution efforts reinforce the control and access of indigenous peoples to their lands, territories and resources. For example, some countries only allow for the participation of indigenous representatives if they master the majority language or join national political parties. If decentralization is to fully contribute to respect for indigenous rights, differential treatment and acceptance of indigenous peoples' own governance structures and territorial integrity are required.

47. Governments, United Nations agencies, bilateral and multilateral donors often have limited capacity to deal with indigenous issues. Furthermore, government procedures may be more focused on control than on supporting good governance in indigenous communities, for example, by focusing on reporting requirements and providing short-term funding rather than supporting long-term processes of capacity-building for good governance. More often than not, discriminatory policies and attitudes against indigenous peoples still prevail which are major constraints in understanding and integrating indigenous peoples' views and practices regarding development and governance.

48. Capacity-building, good governance and conflict management in Africa are particularly urgent for indigenous peoples. Africa is the most disadvantaged and

neglected region in the United Nations system. Hence, there is a need for partnership-building between indigenous peoples' organizations in Africa, the United Nations and donor agencies to advance indigenous participation in governance systems through capacity-building, coalition-building and institutional policies and programmes sensitive to indigenous and gender issues. As regards Africa the workshop urged Governments and United Nations agencies to: increase the understanding of collective community rights based on extended family structures, increase the negotiation skills that will enable indigenous communities to gain the best possible benefits from development projects in their territories, promote understanding of the concept of free, prior and informed consent as vital to good governance and a human rights-based approach to development, increase the understanding of contracts, agreements and treaties that impact the livelihoods of indigenous communities, and strengthen indigenous governance structures based on gender equality and the principles of free and fair democratic elections and/or the accepted local indigenous ways of appointing leaders and governance structures.

49. **The workshop identified the following main recommendations relating to general governance issues, mainly addressed to Governments and United Nations agencies:**

(a) **Recognize indigenous institutions in national and decentralized governance set-ups, as a fundamental precondition for allowing indigenous peoples to contribute to the economy, the democratic process and the development of a given country;**

(b) **Support the development of policy and legislative frameworks that ensure the effective participation of indigenous peoples at all level of governance, from local decentralization processes to global standard-setting. This is particularly important in Africa, Asia and Latin America, where many indigenous peoples are in a vulnerable situation;**

(c) **Build the capacity of Governments, United Nations agencies, donors and civil society to respect indigenous rights and to promote development with identity;**

(d) **Enhance the capacity of Governments to comply with their international obligations under international human rights law, international humanitarian law and multilateral environmental agreements;**

(e) **Promote the recruitment of indigenous people in United Nations institutions, especially in institutions that affect indigenous peoples;**

(f) **Urge Governments, with the participation of indigenous peoples as well as church leaders and other sectors of civil society, to organize a forum to explore ways to minimize the negative impacts of globalization on indigenous peoples.**

50. Overall, there is a need to provide training and capacity-building to indigenous peoples to understand trade and financial agreements and strengthen their capacity to negotiate with Governments and with the private sector and engage with World Trade Organization and regional trade negotiation processes.

Indigenous peoples' own governance structures

51. Indigenous peoples have their own governance institutions and structures; some are traditional, and others are adopting new forms in order to face changing circumstances and conditions in indigenous societies. In order to be effective, those institutions must be legitimate, in other words, they must have the support of the governed and have the power and resources to adequately perform their functions.

52. In general, it is found that legitimacy and capacity is built up where the concerned communities themselves are in control of decision-making. However, in most countries, the challenge of including indigenous peoples' own authorities and institutions in governance structures remains.

53. Indigenous governance institutions are often charged with a heavy and diverse workload, managing multiple aspects of community development and management, including delivery of government services on behalf of State government, but are often not provided the resources or the necessary training needed to undertake those tasks.

54. There are often several layers of structures in indigenous communities. These structures are also diversified according to, inter alia, gender, age, status and wealth. While recognizing the role of traditional authorities in the process of change, there is a risk of undermining the more traditional authorities if they do not participate in managing the process of change. It is also essential that indigenous cultures and governance systems are dynamic and able to respond to rapidly changing circumstances.

55. There are also challenges relating to good governance and human rights within indigenous institutions, for example, those related to women's rights and participation. Although the form of indigenous institutions and mechanisms may vary, it is necessary that they discuss and define their own ways of adhering to principles of human rights and good governance.

56. Leadership is a main factor contributing to successful processes of change. There is a particular need to build the capacity of women and emerging young indigenous leaders to take on the challenge of leadership of their communities.

57. The workshop called on indigenous peoples to:

(a) Ensure respect for human rights and good governance in indigenous institutions and promote the effective participation of women and youth;

(b) Explore possibilities for accessing established funds to invest in leadership and to promote good governance at the local level. This could be done through technical assistance programmes of the Department of Economic and Social Affairs, including the secretariat of the Forum;

Governments and the intergovernmental system are recommended to:

(c) Recognize, support and strengthen indigenous governance systems;

(d) Provide training and capacity-building to indigenous peoples on international human rights instruments, including, inter alia, the Covenants on Civil and Political Rights and on Economic, Social and Cultural Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women, the

Convention on the Rights of the Child, ILO Convention No. 169, the draft United Nations declaration on the rights of indigenous peoples, and strengthen their capacity to ensure good governance.

(e) The Department of Economic and Social Affairs should consider providing technical support to build the capacity of indigenous local governance units to plan, implement and monitor development activities within their own social and cultural contexts.

(f) Initiate a series of dialogues on the question of leadership and what constitutes good governance, with special reference to women and young people, with their effective participation and the active participation of members of the Forum.

Achieving the Millennium Development Goals for indigenous peoples

58. The compartmentalized approach of the eight specific Millennium Development Goals is often not in accordance with indigenous peoples' more holistic view of development and does not capture their priorities, for example, with regard to rights to lands, territories and resources. The Millennium Declaration provides a framework for addressing the Millennium Development Goals in a more holistic manner. The weak implementation of goal 8 (related to partnerships for development) is a specific concern, as it is aimed at ensuring the resources necessary to achieve the other Millennium Development Goals.

59. The institutional policies and innovative approaches of a number of organizations can potentially enhance indigenous peoples' participation, but for this to happen, their participation has to be ensured and implementation should not be limited to particular targeted areas and programmes. This calls for sustained action for coordination, dialogue, capacity-building, networking and coalition-building among all partners, as well as the provision of necessary resources for implementation. One entry point for such collaboration is the Common Country Assessment and the United Nations Development Assistance Framework, which has the potential to promote inclusion of indigenous issues in the programmes of Government and United Nations agencies.

60. The dialogue between the United Nations and Government agencies concerned with the Millennium Development Goals is fragmented and collaboration on the ground is poor. Consultation with communities and villages on the Millennium Development Goals and the strategies required to achieve them also remain weak. The Millennium Development Goals are therefore often perceived as an externally driven development agenda with little or even an adverse impact on indigenous communities. Experiences suggest that there is a need to "localize" the Millennium Development Goals and to conduct processes of dialogue and discussion directly with the communities concerned. Such processes must include the diversity of the communities concerned, with a special focus on women and youth.

61. **In order to gain acceptance and legitimacy such processes should: involve the range of development partners on the ground; have the support of the Government; adhere to cultural imperatives for procedure; employ participatory methodologies and new technology; acknowledge the importance of women's participation; be conducted in indigenous languages; and be in accordance with indigenous notions of time and space. The principle of free,**

prior and informed consent is also essential for indigenous peoples' participation.

62. In order to face the overwhelming challenge of achieving the Millennium Development Goals, the workshop emphasized the following operational recommendations for urgent implementation:

(a) Urge all actors, including States, NGOs, the United Nations system and private-sector actors to recognize indigenous peoples as peoples whose interests and rights matter in promoting the Millennium Development Goals, and to support and promote the human rights-based approach to development. The human-rights-based approach should consciously integrate the collective human rights of indigenous peoples;

(b) In order to promote effective indigenous participation and good governance, urge States to align their approaches for implementing the Millennium Development Goals with the standards and principles of the draft United Nations declaration on the rights of indigenous peoples;

(c) Urge Governments and the United Nations to ensure the effective participation of indigenous peoples, including those whose homelands are within developed countries, in national Millennium Development Goal processes; promote the inclusion of their rights, needs and priorities in national Millennium Development Goal processes and strategies; and ensure adequate funding for the development of such strategies;

(d) Request the Forum to develop practical processes and mechanisms to ensure that future monitoring and reporting on the Millennium Development Goals by States, and by United Nations agencies and programmes, fully recognizes indigenous peoples and the issues affecting them;

(e) Establish institutional, long-term and comprehensive mechanisms to ensure effective consultation and participation, which are not limited to specific project interventions but also address large-scale policy and advocacy issues and processes;

(f) Engage the regional economic commissions in addressing and examining trends and challenges for achieving the Millennium Development Goals for indigenous peoples at the regional level;

(g) Support research, where possible undertaken by indigenous institutions, to analyse the impact of Millennium Development Goal programmes on indigenous peoples, including research into the impact of international, regional and bilateral trade and financial agreements; official development assistance policies and programmes; and the debt burden on indigenous peoples;

(h) Develop special Millennium Development Goal programmes with indigenous women, taking into account their particular health needs and rights, including those related to reproductive health, and provide grants that allow indigenous communities to localize the Millennium Development Goals;

(i) Build operational coalitions among the various development partners concerned, for example, through selecting a limited number of pilot countries or areas for concerted and complementary efforts to develop strategies and

mechanisms for achieving the Millennium Development Goals for indigenous peoples.

(j) Invite indigenous representatives to assess the projects of Governments and agencies, in order to generate and share lessons learned and good practices.

(k) Strengthen the role of the Forum to facilitate, support and undertake research, including the development of partnerships with universities and indigenous peoples' organizations to provide specialized services, such as draft agreements, and to help mediate disputes.

63. The workshop called for concerted efforts by Governments, the United Nations system and indigenous peoples, on the following main recommendations regarding data collection:

(a) Support the establishment of institutionalized mechanisms for collecting disaggregated data, in the context of censuses as well as related to key social indicators, with full and effective participation of indigenous peoples in the process of data collection, processing and monitoring;

(b) Develop specific complementary indicators for indigenous peoples, in addition to the general indicators stipulated within the Millennium Development Goals;

(c) Provide special support to current constructive processes in Africa, for example, under the African Commission on Human and Peoples' Rights, to explore the identification of indigenous peoples and their particular needs and rights.

Urbanization and migration

64. In urban areas most indigenous peoples have difficulty accessing adequate housing, infrastructure and services and suffer from discrimination and other acts such as forced evictions. Furthermore, when competing in the urban labour market they are vulnerable to becoming victims of violations of labour standards related to discrimination, forced labour, bonded labour and child labour as well as human trafficking. Human trafficking and illegal working conditions can adversely affect the health of indigenous peoples, including the transmission of HIV/AIDS, and indigenous peoples may be further affected by lack of access to services.

65. In many communities, the remittances of indigenous migrant workers constitute a main source of income and there is a potential for ensuring that such remittances are put to optimal use. Also, the donor community can be encouraged to make grants to match the contribution from remittances and thus expand the impact of such remittances in development initiatives.

66. The workshop recommended Governments and the United Nations system to:

(a) Urge States, the United Nations system and the International Organization for Migration to pay special attention to the particularly difficult circumstances of indigenous migrants, within or across national borders, and to conduct further research, analysis and discussions on the implications of the increased urbanization as well as the internal and international migration of indigenous peoples.

Emerging issues and new initiatives

67. The workshop identified a number of emerging issues that will require further attention from all actors:

(a) Increased policy attention should be paid to the devastating effects of climate change and desertification on indigenous communities and to the emergence of environmental refugees.

(b) Support the establishment of a special trust fund to foster innovation, economic growth and shared prosperity within indigenous communities. Invite Governments to join together to support this effort.

(c) Urge Governments to create enabling investment environments and innovative sources for funding to strengthen indigenous peoples' economies and initiatives.

Annex I

Programme of work of the International Expert Group Meeting on the Millennium Development Goals, indigenous participation and good governance

(New York, 11-13 January 2006)

Date/time	*Item/programme*	
Wednesday, 11 January		
10-10.30 a.m.		Opening of the workshop by the Assistant Secretary-General for Economic Development
	Item 1	Election of Chairperson and Rapporteur
	Item 2	Adoption of agenda and organization of work
10.30 a.m.-1 p.m.	Item 3	International standards and policies on participation and good governance, with reference to indigenous peoples
		International instruments and the work of such United Nations bodies as the Commission on Human Rights, the Forum and ILO
		Common United Nations policies and policies of United Nations agencies, funds, programmes
		Donor policies on participation and good governance with special reference to indigenous peoples
		What constitutes indigenous governance?
		How do the goals and needs of indigenous governance differ from the needs and goals of other public institutions?
		Opening presentations: Victoria Tauli-Corpuz, Paul Chartrand, Michael Dodson, Birgitte Feiring, Chandra Roy
3-6 p.m.	Item 4	Areas in which indigenous participation is relevant to the Millennium Development Goals
		• Mechanisms for representation and enforcement (including gender and youth)
		• Preparation of targets and indicators
		• Participatory budgeting
		• Participation in implementing, monitoring and evaluating Millennium Development Goal plans

Date/time	*Item/programme*	
		• Preparation of Millennium Development Goal country reports • What are the links between indigenous governance, democracy and human development? • How to bridge the gap between the theories of governance and actual tools and practices needed to strengthen or rebuild indigenous governance? Presentations: Fiu Elisara; Mónica Alemán; Sarah Titchen
Thursday, 12 January		
10 a.m.-1 p.m.	Item 5	Enablers and spoilers in indigenous participation and good governance, with special reference to Millennium Development Goals • Democratic participatory decision-making • Involving indigenous representatives; interface and cooperation with indigenous governance systems • Transparent management of the public sector • Access to public service, public administration and financial management • Public access to information • Accountability and integrity of government in decision and implementation processes • Access to funding • Access to the legal and judicial system • Decentralization and good governance • Obstacles, including lack of relevant statistics, corruption and others • The role of the private sector in policy, legislation reforms and in defining the development agenda and how this affects indigenous peoples • Role of the donor community in enhancing or weakening indigenous peoples' participation in governance and achievement of Millennium Development Goals for indigenous peoples

Date/time	*Item/programme*	
		• Focus on the persistent barriers that block indigenous peoples' access to funding, the legal and judicial systems and public information such as statistics • What is the role of the donor community in enhancing or weakening indigenous peoples' participation in governance? Presentations: Farmark Hlawnching; Julie Kitka; Saoudata Aboubakrine; Fabiana Del Popolo
3-6 p.m.	Item 6	Good examples of indigenous participation in governance policies, laws, budgets and practices with special reference to Millennium Development Goals • In the United Nations system and other intergovernmental organizations • Bilateral donor bodies • In State practice • Highlight and provide examples or case studies of the importance of indigenous representation in decision-making and strategies that advance indigenous participation and leadership in institutional policies, programmes and mechanisms(including gender and youth) • Provide examples of the impact of equal participation of indigenous women and men in decision-making processes and the achievement of the goal of sustainable development Presentations: Irina Shafrannik; Maria Choque; Selman Erguden
Friday, 13 January		
10 a.m.-1 p.m.	Item 7	Strategies for building institutions and capacities for indigenous participation and good governance
3-6 p.m.	Item 8	Adoption of conclusions and recommendations

Annex II

List of participants

Members of the Forum

Victoria Tauli-Corpuz

William Langeveldt

Michael Dodson

Invited experts

Saoudata Aboubakrine, Tin Hinan Association (Burkina Faso)

Mónica Alemán, MADRE

Paul Chartrand (Canada)

Maria Choque (Bolivia)

Fiu Elisara-La'ulu, Ole Siosiomage Society Incorporated (Samoa)

Famark Hlawncheng, Asia Indigenous Peoples Pact

Julie Kitka (United States of America)

Irina Shafrannik (Russian Federation)

United Nations system

Departments of Public Information and Economic and Social Affairs of the United Nations Secretariat

Economic Commission for Latin America and the Caribbean

International Fund for Agricultural Development

United Nations Population Fund

International Labour Organization

United Nations Programme on HIV/AIDS

United Nations Development Programme

United Nations Environment Programme

United Nations Educational, Scientific and Cultural Organization

United Nations Children's Fund

United Nations Development Fund for Women

United Nations Human Settlements Programme

World Intellectual Property Organization

World Bank

Other intergovernmental organizations

European Commission

International Organization for Migration

Non-governmental organizations

International Native Traditional-Interchange

Lauravetl'an Information and Education Network of Indigenous Peoples

Confederación de Pueblos Indígenas Evangélicas del Ecuador-Feine

Aboriginal Mother Centre Society

Reconciliation Australia

Native Studies Department, University of Saskatchewan

States

Austria

Bangladesh

Bolivia

Botswana

Canada

Colombia

Cyprus

Germany

Greece

Guatemala

Indonesia

Japan

Mexico

Poland

Russian Federation

Turkey

United States of America

Holy See